DOCUMENT RESUME

ED 248 231 SP 025 166

AUTHOR Bozzo, Robert
TITLE A Report on the Fitness and Sports Promotion and Delivery System of Australia. Report No. 6.
INSTITUTION Granville Corp. Washington, DC.
SPONS AGENCY Public Health Service (DHHS), Rockville, MD. Office of Disease Prevention and Health Promotion.
PUB DATE 13 Nov 81
CONTRACT 282-78-0183
NOTE 62p.; For Report No. 3-12, see SP 025 163-172.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Athletics; *Delivery Systems; *Federal State Relationship; Financial Support; Foreign Countries; Government Role; Leisure Time; Lifetime Sports; *Physical Fitness; *Policy Formation; Program Development; Program Implementation; Recreational Activities; Team Sports
IDENTIFIERS *Australia

ABSTRACT

An assessment is presented of the status of fitness and sports promotion in Australia. Fitness and sports are treated as two separate elements in the overall picture. An attempt is made to identify national policy and the process by which that policy was developed. A description is given of how policies are implemented, with special emphasis on transmission downward to subnational levels of government. Primary attention is given to the national program, "Life. Be In It." Federal funding and the financial network supporting health activities are discussed. Also examined are the policies and roles of the state governments in Victoria and New South Wales. A summary of observations includes some comparisons between the national and state programs of Australia and those of Canada and the United States. (JD)

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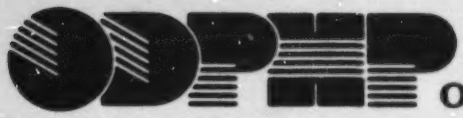

Office of Disease Prevention and Health Promotion

A REPORT ON THE FITNESS AND SPORTS PROMOTION AND DELIVERY SYSTEM OF AUSTRALIA

REPORT NO. 6

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SP 025 766

A REPORT ON THE FITNESS AND SPORTS PROMOTION AND DELIVERY SYSTEM OF AUSTRALIA

REPORT NO. 6

For the Office of Disease Prevention
and Health Promotion

Department of Health and Human Services
November 13, 1981

"This report is made pursuant to Modification 11 of Contract No. 282-78-0183-DN." The person employed by the contractor with management and professional responsibility for the work including the content of the report is Robert M. Bozzo."

Contractor:

Granville Corporation
Health and Human Services Group

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I. INTRODUCTION

This report is made pursuant to Article IV, Paragraph 15c of Modification No. 11 to Contract NO. 282-78-0183-DN. It is the third of four documents, designed as a whole, to provide the Office of Disease Prevention and Health Promotion (ODPHP) with a comprehensive assessment and comparison of three national fitenss and sport promotion systems.

The series began with a description and commentary regarding the development, implementation, and inter-relationship of fitness and sports promotion efforts in the United States. That was followed by Granville's assessment of the Canadian fitness and sports systems. The Canadian assessment was done by means of on-site investigations at the Federal and Provincial levels. Of the ten Canadian provinces, Ontario and Alberta were selected for assessment. Interviews were conducted with representatives of various government agencies and a few relevant parties outside of government. Based on Granville's initially limited awareness of key actors in the Canadian system, a senior member of the staff of Fitness Canada, a unit of the Federal Department of Fitness and Amateur Sports, was contacted. He provided referral to other Federal and Provincial agencies. In the course of the on-site investigation, numerous interviews were conducted and many documents were collected; these provided the basis for the report.

Because of perceived cost constraints and the preferences of the Office of Disease aand Prevention and Health Promotion, the Australia assessment did not have the benefit of the enriching influence of an on-site investigation. Instead, initial contact information was obtained from the National Recreation and Parks Association which has dealt with the Australians concerning the Life. Be In It program. The first contact then was made by telephone with the Department of Youth, Sports and Recreation in the State of Victoria. A list of other contacts at the Federal level

and in the States of Victoria and New South Wales was obtained and the persons were called. Brief interviews were conducted whereupon the respondents compiled relevant documents and forwarded them to Granville. Further questions were invited in all cases.

This report represents the result of those efforts. Its organization mirrors that employed in the Canada assessment. Specifically, descriptions of fitness and sports promotion in the two States identified above has been accorded considerable prominence, as was the treatment the two Canadian Provinces in that report. Such attention was not given to the States in the U.S. assessment in view of their much more limited role in fitness and sports policy and implementation. All three assessments, though, give separate treatments of fitness and sports. Also, the common point of departure is an attempt to identify national policy and the process by which it was developed. This is followed by a description of how the policies are implemented, with special emphasis on transmission downward to subnational levels of government. The basic outline of this report is as follows:

- National Fitness Policy and Promotion Efforts
  - Fitness
  - Sports

- Policy and Promotion Efforts at the State Level
  - Victoria
    .. Fitness
    .. Sports

  - New South Wales
    .. Fitness
    .. Sports

The last report in this study will summarize the major findings in the three countries being assessed. It also will attempt to identify common themes and salient differences in the context of extracting points that may be useful to the Office of Disease Prevention and Health Promotion and others as they pursue further development of the U.S. system for promoting fitness and sports. The larger framework for the Final Report will be a com-

parative examination of American, Canadian, and Australian federalism. That point of departure will facilitate an understanding of basic differences between the systems and the extent to which initiatives, ideas, financial, and organizational features might be transferable.

Before proceding to the body of this document, it should be noted that in addition to presentation to ODPHP for review and comment, a copy also will be forwarded to Australia for critique. This measure is being taken to ensure the accuracy of the description contained in the report. This step is particularly important in view of the arms length nature of the investigation.

II. NATIONAL LEVEL

The examination of Australian policy at the national and state levels preserved the fitness and sports dichotomy which served to organize the United States and Canada assessments. As in those efforts, the conceptual difference between fitness and sports activities was manifested in separate treatment from the standpoints of promotion and organizational structure. While approaches to fitness promotion can and do vary greatly in their scope (e.g., leisure activity vs. health), orientation, and procedural aspects. They generally emphasize participation by members of the general public in physically active pursuits for the sake of enhanced personal well-being. Sports promotion may overlap with such efforts when it is aimed at open/mass participation without an overriding emphasis on competition. However, the pattern emerging in this study is that where sports is a focal point of government attention, emphasis is placed on development of elite athletes and sponsorship of highly competitive events with restricted participation.

This has been the case in Canada and Australia where government agencies and amateur sports organizations have proclaimed the importance of promoting sports among the general public, but have devoted most of their attention and funding to elite sports. The United States has dealt very little with sports as a matter of national policy beyond the coordinative efforts of the President's Council on Physical Fitness and Sports.

With regard to the Australian system, this report traces national and state policies and activities through the various stages of impetus, orientation, organizational structuring, and implementation. Of particular interest in this assessment is the relationship of Commonwealth (Federal) and State/Territorial initiatives which have been more interactive than in the U.S. and Canadian systems that were described in the earlier reports as hierarchical and parallel, respectively.

This chapter conveys the national perspective on Australian fitness and sports policy with appropriate references to state level activities. However, more detailed discussions of the systems for promoting fitness and sports in Victoria and New South Wales are presented in the next chapter.

FITNESS

Policy Development

Any discussion of fitness policy in Australia must begin with the National Fitness Act of 1941, which continues as the primary authorization for Federal concern for and involvement in the area of physical fitness. As initially constituted, the National Fitness Act established a national level body to investigate fitness-related issues and to provide to the Minister of Health advice and general oversight for the development of programs. This body, the Commonwealth Council for National Fitness, was directed by the terms of the Act to deal with four areas of concern, which can be summarized briefly as building awareness, providing instructional facilities for physical education teachers, training teachers and other fitness leaders, and developing fitness programs and facilities.

The act also provided a mechanism for funding in the form of the National Fitness Fund. The two purposes initially specified for the use of the Fund were development of state level organizations for fitness promotion, and promotion of physical education in schools, universities, and other institutions.[1]

Impetus for this move to institutionalize concern regarding fitness was similar to events in the U.S. in the mid 1950s which led to creation of a forerunner of the President's Council on

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[1] Commonwealth of Australia, National Fitness Act, 1941 (No. 26 or 1941).

Physical Fitness and Sports. Investigations completed in 1939 indicated a need for improved fitness levels among young people. This was in concert with earlier recommendations by the National Health and Medical Research Council.[2]

Little more need be said about the fitness movement in the years between 1941 and the mid-1970s except that the emphasis on physical education which had been dominant in the early years gradually shifted to a concern for the wider realm of physical recreation. The State National Fitness Councils which had been established earlier acted as the principal purveyors of fitness related programs and as primary recipients of monies from the Fund. The last payment of funds to the states out of the National Trust Fund was in 1975-76. At that time, it was decided that a new arrangement would have to be developed because the Fitness Council in most States had been replaced by State Departments of Recreation.

At the Federal level, the Council for National Fitness gave way to the Recreation Minister's Council (RMC), which was formed in 1973 to coordinate the development of sports and recreation in Australia. The RMC is comprised of Commonwealth, State, and Territory Ministers responsible for recreation; it is supported by the Standing Committee on Recreation (SCOR), the members of which are the senior bureaucrats (agency heads) responsible for recreation at the Commonwealth and State/Territory levels. The RMC meets annually, while the SCOR meets several times each year.

This arrangement is similar in structure to the Canadian system of formal consultation between the Federal and Provincial governments. However, much of the interaction in the Canadian system appears oriented to sharing information and negotiating prerogatives, in short, preserving the strict parallelism that

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[2] Commonwealth of Australia, Department of Home Affairs, National Fitness in Australia 1977-78, p.1.

seems to characterize the federal structure in that country. By contrast, Australian federalism seems to provide, at least in the fitness and sports areas, an opportunity to utilize coordinative mechanisms for policy development in the true sense of the term.

A major illustration of this cooperation in the fitness area is the adoption and implementation on a national basis of the Life. Be In It promotional campaign. As described more fully later in the report, Life. Be In It is a program aimed at increasing public awareness of the value of active recreation. It includes mass media advertising, the sale of articles bearing the program's logo, and special events organized in local communities by recreation departments. Life. Be In It began as an initiative of the State of Victoria government in 1975 following the conduct of a study of public attitudes in Victoria towards physical fitness and active recreation. Cooperation at this early stage took place in the form of partial funding by the Commonwealth government for the study and subsequently, for half of Victoria's initial planning and development costs.[3]

The Victorian study, which consisted of a household survey, revealed that most people were not attuned to a hard-line fitness message. While a high level of support was found for the concept of improved health through physical activity, the public seemed disinclined to take action unless it took place in the context of enjoyment. This large apathetic segment of the population, termed the "Drifters" in the research report, thus became the principal target of the program.[4] Guidelines were then developed which emphasized a wide scope of physical activities (not fitness per se). A low-key, enjoyment-oriented strategy was adopted; a prescriptive approach was eschewed.

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[3] Ibid, p.3.

[4] Australian Journal for Health, Physical Education, and Recreation, Special Life. Be In It Edition, No. 84 (June, 1978), 6-7.

At this point in the report, it is sufficient to note that the Victorian Life. Be In It program showed excellent success. Evaluations of the effectiveness of its messages done in 1976 and 1977 showed a 97 per cent level of recognition by the public.[5] On the basis of this initial success, the RMC decided in mid-1977 that Life. Be In It should be implemented nationally. To that end, a national policy committee was formed and coordinators appointed in each State and Territory. The Commonwealth government backed this decision with a commitment of $600,000 per year for a three-year period.[6] It should be noted that these funds covered only part of the expenses of the program with the remainder coming from the States and from sales of licensed Life. Be In It products. States and Territories retained considerable autonomy regarding the form of program implementation in their individual jurisdictions.

The intent here is not to describe in detail the strategy and mechanics of Life. Be In It; that discussion is reserved for the following section. Rather, the emphasis at this point is on the process by which the major national initiative was formulated and pursued. It appears that the Commonwealth and State governments arrived at a clear division of responsibilities for administration of Life. Be In It. At the national level, the Commonwealth government arranged for the production and distribution of promotional materials, negotiated sponsorships of national projects and materials, chaired the policy committee, ensured that licensed Life. Be In It products were available for sale, and

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5 Ibid., 22-23.

6 Commonwealth of Australia, Department of Home Affairs, p. 6. For 1977-78, the total of $600,000 was allocated as follows: $260,000 for the television campaign, $240,000 for payments to the State/Territories, and the remainder for secondary promotional materials and incidentals.

liaised with the government Advertising Service.[7] The States and Territories took responsibility for similar activities at the state and local levels.

An important dimension of the cooperation between the Commonwealth and the States/Territories is the concept of State leadership. That is, as the program began to be implemented nationally, undertakings of individual States were promulgated among all of the States and Teritories for their use. The 1977-78 report on National Fitness in Australia cites the examples of radio messages produced by South Australia and newspaper articles originating in Victoria that were distributed for wider use. This aspect of program development became more formalized in a later generation of Commonwealth decisions concerning national fitness policy.

As the first three-year period of national implementation neared its end, the Commonwealth government acknowledged the success of Life. Be In It as evidenced by an evaluation study completed in 1979. The study showed high levels of recognition and some behavioral change in all states, with the greatest increase in activity levels being found in Victoria (the only State exposed to the second phase of the program).[8] Against this backdrop of positive performance and a good prospect for continued success, the Commonwealth government announced a second three year commitment to the Life. Be In It program.[9]

This commitment was later rescinded as a result of a review of Commonwealth functions. That review seems to have tightened

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[7] Ibid., p.8.

[8] Commonwealth of Australia, Life. Be In It National Evaluation Study 1979: Summary, p.3.

[9] Commonwealth of Australia, Department of Home Affairs, The National Fitness in Australia 1979-80, p.1.

the criteria for Federal involvement in fitness promotion. Recall that the initial arrangement gave responsibility to the Commonwealth for national aspects of fitness policy and program directions (an accommodation that persists in the sports area). However, the Commonwealth's desire to achieve cost savings seems to rest on the followirg considerations:

- A reluctance to extend Federal financial backing to promotional efforts that will require long-term implementation before coming to full fruition
- An orientation to a more restricted Federal role in which the Commonwealth acts as a catalyst for new programs
- A strong desire to void duplication of efforts between levels of government
- The strong potential of coordination among States and between States and the Commnwealth to carry out successfully policy and program initiatives
- The desirability of and potential for obtaining increased private sector support for program activities.

The relative contribution of these considerations to the Commonwealth's decision to withdraw financial backing from Life. Be In It is not clear. Also unclear is the extent to which a shift in thinking about the most efficacious way to promote fitness or a shift in bureaucratic/political strength might have occurred at a high level. While such matters will remain in the realm of speculation here, it is noteworthy that the cutback in Life. Be In It funding was accompanied by the allocation of $500,000 to the Department of Health for development of a health promotion program which includes a fitness component.

In the meantime, the RMC has affirmed its support of Life. Be In It. In expressing this affirmation, the RMC has taken steps toward ensuring the continued functioning of Life. Be In It and other fitness related efforts as national programs. Specifically, RMC 9 called for further development of coordinative mechanisms with and between States/Territories. A National Coordinating Committee on Fitness and Health convened by SCOR to

take up this issue noted the difficulty of maintaining a national approach in light of financial constraints, but called for three actions. These are:

- Formalization of the concept of specialization and leadership by individual States or Territories in selected areas of fitness, e.g., employee fitness, instructor training, school programs, and mass media campaigns
- Extended efforts by State recreation agencies and other government and non-government bodies to work jointly to maximize the effective use of scarce resources
- Establishment of a central funding pool which would act as a revolving fund to initiate commercially viable projects that would return money to the pool for further development.

With specific reference to Life. Be In It, RMC expressed support for the development of a national Life. Be In It company which would operate the program outside the formal aegis of the Commonwealth government. It appears that many of the key actors from the Commonwealth and the States/Territories would remain the same, but would seek to continue and expand involvement including financial backing from non-government sources.

The Committee's proposals also appear to have recognized the stronger emphasis being placed on fitness in the context of health promotion in its call for greater and more formal liaison between RMC and the Health Ministers Council and between the corresponding working staffs at all levels. The Committee's orientation to dealing with fitness in a framework that goes beyond recreation is suggested in its repeated references to fitness and health initiatives and its proposals that it continue to function with one of its major charges being to assist in the rationalization of responsibilities for fitness and health initiatives at the Commonwealth and State levels.

In short, the RMC and SCOR can be viewed as taking all available steps short of spending much money to stake out a continuing role for recreation officials and their agencies in

the development of efforts to promote physical fitness. Under present circumstances, this aim is being pursued in the context of a network of actors that reaches across organizational and public policy boundaries.

Implementation of Fitness Policy

Whereas the preceding discussion dealt with the process and major thrusts of fitness promotion at the national level, this section provides more detail concerning the nature of the fitness programs undertaken. Again, primary attention is devoted to the Life. Be In It program, which has been the dominant element in national promotion and program development.

The Life. Be In It program, as noted earlier, takes a definite tack away from the promotion of fitness, focusing instead on the concept of leisure time activity. The underlying rationale of the program is that fitness goes beyond the traditional bounds of physical conditioning achieved through adherence to strennous exercise or sports regimens. It is seen instead as a more generalized sense of physical, mental, and social well-being. In this conception, such health-oriented aspects of fitness as cardiovascular endurance, strength, coordination, and flexibility are seen as probable by-products of increased activity levels. Recalling the findings of the initial attitude survey in Victoria, program planners have felt that a frontal assault on the apathetic disposition of the "Drifters" would not be successful. As a result, a broad, enjoyment-based concept of activity has been stressed.

Once that overall approach had been established, various mechanisms were defined for getting the message to the public. These elements break down into three main categories: television advertisements, licensed products, and special events.

The television advertisements were presented in several phases with the early ones stressing walking as the simplest exercise. This brought out the point that exercise can be carried out in the absence of special equipment, facilities, or programs. The initial messages also were structured to make a low-key at-

tack on such non-walking recreations as weekend drives and watching sports on television. These commercials used animation rather than live subjects; they introduced a character named Norm who was the prototype of the inactive sports spectator. Norm was to serve as a point of identification for many Australians, a humorous anti-hero whose attitudes and actions would backhandedly convey the intended message. In subsequent phases of the campaign, Norm progresses gradually and not completely willingly to higher levels of activity.

Promotional materials such as calendars, t-shirts, stickers, posters, and publications were included in the program to reinforce and extend the information provided in the television commercials. These materials were often provided through the sponsorship of private companies. Many of the products are sold in accordance with licensing agreements that approve use of the Life. Be In It logo and name, and provide for the payment to the government of royalties from commercial distribution.

Special events such as fun runs or beach games constitute another important aspect of Life. Be In It. These events, many of which are co-sponsored by private companies, provide focal points for demonstrating the behaviors suggested by the information campaign and for moving people from acceptance to action.

Regarding the effectiveness of the program, the survey taken in Victoria in 1977 not only revealed a high recognition rate, but also indicated that some behavioral change had been effected. Specifically, 47 percent of the sample responded positively that Life. Be In It had caused them to think more about being active; most of these reported actual increases in activity levels.

As noted earlier, the 1979 national evaluation indicated high levels of recognition in all states with Victoria showing the greatest success in apparent reflection of the longer term of program implementation.

It should be noted that the gains in Victoria for the most part were confined to those who had been positively affected by

the first period of program implementation.[10] This finding prompted program planners to design subsequent phases aimed at specific and theretofore impenetrable market segments. In addition, recent plans have called for the preparation of special kits of materials for primary schools and local government agencies.

Prior to the government's decision to retract its financial support, plans for Life. Be In It also called for cooperation with the Department of Health's national health promotion campaign called Help Yourself. Since this other program is only now in its initial stages, no certain determination can be made regarding the occurrence of such cooperation as Life. Be In It carries on under the aegis of the states and possibly a company outside of government. The RMC's stance toward fitness and health described earlier suggests, however, that the prospects are good.

At this time Help Yourself has no history of performance. The program is aimed at a wider range of topics than Life. Be In It, with fitness comprising only one aspect. The other themes are smoking cessation, weight control, stress management, and moderation in alcohol consumption. Where it does deal with fitness, though, Help Yourself promises to be more prescriptive and to take a bit more of a hard sell approach than Life. Be In It has taken to date. A review of some of the Help Yourself materials confirms this view although the program appears similar in some ways to Life. Be In It. For example, it employs animated characters and the three-pronged approach of mass media advertisements followed by materials and special public events. Commercial ties were also established for the distribution of information and materials, with pharmacies serving as outlets. No product licensing scheme has been tried, however. In that con-

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10 Commonwealth of Australia, Department of Home Affairs, National Fitness in Australia 1979-80, p. 14-15.

nection, it should be noted that in addition to the make up of Help Yourself, some recent pronouncements and undertakings have suggested that the promotional pendulum may be swinging a bit away from the extreme "soft sell" approach of Life. Be In It to date. First, the more recent parts of Life. Be In It have subtly shifted to an increased emphasis on the recommended quantity and quality of activity. Second, calls for maintaining and increasing this shift have occurred as the health promotion theme has become more prominent. For example, such a call is made in a project being done for the State of Victoria and recognized by the National Coordinating Committee on Fitness and Health.[11]

Other developments along this line include increased emphasis on promoting fitness in the workplace. A reasonable surmise would be that much of this effort would result in relatively structured programs in which promotion is accompanied by the provision of facilities and prescribed regimens.

SPORTS

Policy Development

The involvement of the Commonwealth government in promoting and developing sports has come about only recently. Interestingly, the assessment of the Australian system revealed no legislation that provides a direct mandate for Commonwealth funding of sports programs. The National Fitness Act of 1941 which was referenced earlier can be inferred through its reference to physical activity to provide for a Federal role in sports. In 1973 the government began to give serious consideration to further structuring and upgrading its role in recreation. Recall that the RMC was established at that time. A key event in this period

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11 Alan D. Roberts, Fitness for Health (Initial Draft) prepared for the Department of Youth, Sports, and Recreation (Victoria), October 21, 1981, Recommendation 12.

of organizational and policy gestation was the production of a report commissioned by the Minister of State for Tourism and Recreation. Titled "The Role, Scope and Development of Recreation in Australia," the report seems to have accomplished three things:

1. In general, it represented the Commonwealth's desire to establish a point of departure for a new and expanded role in recreation

2. It established a conceptual link which theretofore had to be inferred between recreation and sports

3. It provided in its many recommendations a sort of menu from which the government could choose in developing the system.[12]

The second point here is important in that amateur sports, including even olympic and other elite level competitive sports, are presented as part of the recreation mosaic. Note that in the U.S. and Canada assessments, sports and recreation have been found to be associated, but never so fully merged as in the Bloomfield report. This link, once established, seems to have been sufficient justification for a series of sports initiatives. The process by which policy decisions were made and options pursued has been focused to the extent necessary to achieve consensus, secure commitments, and obligate funds. However, there is no suggestion of the somewhat ponderous, yet delicate, process of policy development through a series of issuances and negotiations as encountered in Canada.

With reference to Canada, it was noted in the assessment of that country's fitness and sports policies that much of the impetus for government action stemmed from the national pride repeatedly being wounded in the combat of international elite

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12 John Bloomfield, "The Role, Scope and Development of Recreation in Australia," Prepared for: Department of Tourism and Recreation (May, 1973).

sports competition. This same factor seems to have operated in Australia, and the results have been similar.

Following the Bloomfield report, the Department of Tourism and Recreation commissioned another study to pursue Bloomfield's recommendation that a National Sports Institute be created. The study group ended up by recommending that a semi-autonomous institute be established with its central branch in the national capital of Canberra and other branches in each state.

In its deliberations, the Study Group considered several basic issues including the questions of whether sports should be considered as a legitimate realm of government support and whether emphasis should be placed on leisure/mass participation sports or on elite, highly competitive sports. The study group acknowledged the legitimacy of both view-points, harkening to the concept of a sports continuum from which three categories were constructed: leisure sport, high performance sport, and spectator sport.

With respect to elite sports, the report indicated that:

- Governments around the world were increasing their support to sports.
- Australia's athletes have fared poorly of late in international competitions, especially in those sports requiring sophisticated coaching and training techniques and facilities.
- Australia has a responsibility to support its athletes in developing their potential, especially if the country wishes to continue to participate in international events.
- Sports should be valued most as a means of self-actualization rather than for the sake of ideological or extrinsic purposes.

With regard to leisure sports, the Study Group concluded that mass participation is important in its own right as a means of enhancing the national well-being and that it is ultimately supportive of elite sports since it increases the pool of athletes who might eventually compete at an elite level. In

addition, the point was made that as an essential part of the national lifestyle, sports should be supported from the egalitarian standpoint of accessibility and equal opportunity.

Even spectator sports were supported for their simple enjoyment value and because spectators may be encouraged to emulate the competitors they watch. (See the conclusion of the U.S. Assessment report for a similar point.)

Having avoided the pitfalls of the elite versus mass participation dichotomy, the Study Group outlined a number of areas of involvement for the proposed Institute. These include:

- Preparation/training of sports personnel, including coaches, athletes, sports administrators, technicians, referees, and sports medicine personnel
- Support for sports research
- Provision of administrative accommodations for sports organizations
- Establishment of a sports museum
- Provision of documentation, information, translation, and publication services
- Promotion of community fitness through research and consultation.[13]

The report also recommended the establishment of a national "sports lobby" or federation to serve as a unified voice for sports.

The reason for emphasizing the Study Group's report here is that it represents a tentative choice by the Commonwealth and a step toward policy beyond the all-encompassing Bloomfield report.

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[13] Australian Sports Institute Study Group (Dr. Allan Coles, Chairman), Prepared for: Department of Tourism and Recreation (November, 1975), pp. 53-79.

Actual implementation of policy initiatives did not occur immediately, however. In 1975, the Department of Tourism and Recreation was abolished and sport and recreation functions were transferred to a newly created Department of Environment, Housing, and Community Development. A review was then undertaken at the end of which the RMC decided that Commonwealth involvement is appropriate where the national and international interest is served, the objective of and reason for involvement is clearly defined, and duplication does not occur with other levels of government. These general decisions have served to carve out a discrete scope of endeavor in sports, most of the distinctions being clearcut. For example, elite competitions are clearly identifiable as national or international, and sports governing bodies exist separately at the national and state levels.

Since 1977, following RMC's review, the Commonwealth government has undertaken a number of recreation initiatives, most of them in the sports area. In content, as well as in funding levels (relative to fitness programs), these undertakings are quite similar to those occurring in Canada.

Implementation of Sports Policy

Since 1977, the Commonwealth government has acted on a number of the policy development recommendations noted above. The basic decision was to provide government support for various sports bodies, athletes, coaches, and competitive events. An appointed nine-member Sports Advisory Council has been established to advise the Minister of Home Affairs on the allocation of funds, program guidelines, and other aspects of sports development.

With the support of the Council, the Commonwealth in the 1977-81 period has put togetehr several aspects of a Sports Development Program. Under this program, the Commonwealth works closely with national sporting bodies and provides financial support for administration of these national organizations, coach training and accreditation, international competition, technical

development of sports, identification of talent, and assistance to individual athletes. Total Commonwealth funding for these purposes has increased steadily from $1,000,000 in 1977-78 to $2,885,000 in 1980-81. These figures exclude a $10,000,000 grant to the government of Queensland for construction of facilities and accommodations for athletes and officials in connection with the 1982 Commonwealth Games to be held in Brisbane. In all, the Commonwealth has spent $32,400,000 in preparation for the Games. This money is to be used for broadcaster services, essential Games operations, and team preparation. Additional funding is provided by State and local governments and private contributions. More detail on the program elements listed above is provided in the following paragraphs.

The National Coaching Accreditation Scheme (NCAS) provides courses developed by national sporting bodies and approved by the Australian Coaching Council. The Council was established by the RMC in July, 1979 to coordinate establishment of the NCAS. Courses are implemented at the State level by State sporting bodies and State government agencies. Courses are provided at three levels corresponding to coaching activities at the local/ community, club/regional, and State or national levels. Each course covers general principles, sport specific techniques, and practical aspects.

Administration of national sports bodies is supported by the provision of funds for the employment of full-time national executive officers, for some general administrative costs, and for attendance at international meetings. In 1979-80 most grants for administration were for $20,000.

Technical development of sports is supported with funds provided for such aspects as production of technical booklets or materials, projects aimed at increasing participation, including costs associated with the modification of rules. Sports Development Program grants in 1979-80 ranged from as little as $500 to the Australian Costing Association to more than $100,000 to the Australian Basketball Federation.

Beginning in 1980, assistance to individual athletes is provided under the National Athlete Award Scheme. Individuals and teams may receive annual awards based on the recommendations of the Sports Advisory Council. The criteria involve the athletes' standing in world rankings and the prospects for continuing high levels of performance. In 1981, awards of $3,500 each were made to 31 individual athletes; four teams each received $10,000. The awards may be used only for training and competition expenses. These include coaching expenses, travel and accommodation, gymnasium and equipment costs, performance or fitness testing, and medical expenses.

The final major element of the implementation of sports policy is the Australian Institute of Sports. Created only this year, the Institute follows closely the structure recommended in the aforementioned Study Group Report. It is being established as a non-profit corporation funded by the Commonwealth government with other assistance to come from private sources. It is governed by a Board of Management consisting of leading sport and business figures.

Initial implementation is seen as a pilot project in the national capital. The government hopes to extend the Institute to encompass a network of branches throughout the country. The Institute's aims are to:

- "Provide top level, specialist coaching/training for athletes who have shown great promise, at the same time offering them complementary and attractive education and career training opportunities
- Support these athletes with world-class facilities and sports science and sports medicine back up."[14]

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[14] Commonwealth of Australia, Department of Home Affairs, "Australian Institute of Sport."

As a four-year pilot project, the Institute will focus initially on providing facilities and training for eight sports: basketball, gymnastics, netball, soccer, swimming, tennis, track and field, and weight lifting.

The Institute will combine physical and academic training. Students enrolling in the Institute, whether they have completed secondary school or not, are expected to pursue some course of study. A bachelor degree program in Sports Studies is available as are non-sports related courses through post-secondary institutions in Canberra. Course enrollment is free for those admitted to the Institute.

In addition to training for the athletes, the Institute will provide special courses for coaches and will provide various technical resources for administrators, coaches, and athletes.

Major facilities include the National Athletics Stadium and a newly constructed National Indoor Sports Centre. Plans call for the addition of a fully equipped resource centre with technical information on sport and sports technology and a documentation/information service for national sports bodies.

The wider issue of facilities development throughout the country has been addressed by the Commonwealth through a commitment of $25,000,000 to be provided to States/Territories over a three-year period on a one-for-one matching basis. The aim is to provide international standard facilities for the training of Australian athletes and to enable Australia to better attract international competitions. This program was announced by the Prime Minister in September, 1980. To date the government has committed itself to funding facilities in New South Wales, Victoria, Queensland, and South Australia.

SUMMARY OF PROSPECTS

In the preceding discussion it was noted that Australia has undertaken formal policy and program initiatives in both the

fitness and sports areas, both of which have been pursued in the overall context of recreation. The government has judged fitness and sports to be in the national interest and accordingly has provided financial backing and organizational visibility for them. Some funding is provided directly to both individual and organizational constituents, while other monies are distributed to State/Territory governments for implementation. These governments in turn provide funds of their own for joint or related endeavors.

In addition, there seems to be a great emphasis on coordination between the Commonwealth government and the States/Territories, and among the States. Such coordination is embodied in such formal structures as the RMC, the Health Ministers Council, SCOR, the National Coordinating Council on Fitness and Health, and the myriad of sports policy bodies that regularly interact with the government. In Australia, these bodies seem to characterize a system in which national policy is not simply transmitted downward, as would probably be the case in the U.S. should a true policy and implementation scheme develop. Nor is policy developed in the generally consonant, yet arms length fashion employed by the Canadian Federal and Provincial governments. Rather, Australia's system represents an appealing mix of Federal initiative and provision of financial incentives, a cooperative atmosphere, and latitude for State leadership and autonomy.

The aforementioned point that policy has been pursued formally in fitness and sports is important in that the process has provided for consideration of the questions and issues on which action should be founded. That is, Australia has made a conscious decision that fitness should be pursued from the standpoint of leisure time activity, that sports for all should be supported for the sake of providing a tier of structured opportunities for leisure time activity, and that elite sports should be supported to provide a full range of developmental opportunities for talented Australians. The national pride that has been so injured in past international competitions has acted as an additional prod to action.

Especially in view of this balanced and well-articulated conceptual scheme, however, it is striking that the Commonwealth has decided to let fitness promotion in the form of the popular Life. Be In It program devolve fully to the states. Even in light of the concomitant allocation of a half million dollars to health promotion, the commitment of many millions to sports development programs that are mainly oriented to elite athletes suggests a prioritization of effort in practice, if not in principle.

Although close examination of the policies of individual sporting organizations supported by the Commonwealth was not possible in this assessment, some general indications were found that some of these bodies devote a fairly substantial effort to increasing membership and promoting mass participation. Such efforts notwithstanding, it seems safe to say that elite sporting activities receive the bulk of the government's and the sports bodies' attention. Given the recency of much of the government's backing for sports development, it will probably be necessary to look for positive results beyond the upcoming Commonwealth Games to be held in Brisbane next year.

The system for promoting fitness seems to be taking on a new dimension in the form of greater emphasis on a multi-faceted, health-oriented promotional approach. This new departure which has joined rather than supplanted Life. Be In It has not been implemented long enough to make any determinations about its success. It is noteworthy, however, that the RMC has taken some steps toward ensuring that the two efforts are complementary.

A promotional arena that has not yet been the scene of much action at the national level is employee (workplace) fitness programs. The RMC has gone so far as to commend the activities of some of the States in that area, but neither Home Affairs nor Health has taken much direct action.

Finally, it is worth noting the similarity in both conception and implementation of fitness and sports policies in Canada and Australia, as opposed to the United States. The Australian

approach mirrors closely the major orientation and structural features of the Canadian system. The reflected image is only a bit younger and more lean. The willingness to provide substantial public funding and the broad recreational context of fitness promotion were not found in the United States assessment; nor was there any appreciable initiative on the part of the States.

The following chapter examines more closely the policies and roles of the State governments in Victoria and New South Wales.

III. FITNESS AND SPORTS AT THE STATE LEVEL

A vital aspect of the assessment of each country is the role of sub-national governments in the development and implementation of policy. Since a major objective of the study is to ascertain the extent to which fitness and sports are pursued in a comprehensive and systematic manner, it is important to identify State initiatives and their relationship to Federal policy, programs, and financial backing.

To that end, the Australia assessment was structured along the lines of the U.S. and Canadian assessments, i.e., by focusing on selected States to gain insight into the functioning of the system as a whole. Two of Australia's eight States and major Territories--Victoria and New South Wales--were chosen for close examination.

The selection of Victoria was assured on the basis of preliminary information that the Life. Be In It program began in that State. New South Wales was selected as the second state when an initial review of documents and basic descriptions suggested that program development would be sufficiently advanced and complex as to provide another good view of the fitness and sports systems.

VICTORIA

Overview

The promotion of fitness and sports in the State of Victoria is the purview of the State Department of Youth, Sports and Recreation. This department has existed since 1972 when it was created by legislation. These functions are carried out primarily by the agency's Recreation Development and Youth Affairs Division.

Life. Be In It, Sports Development, and Recreation Programs and Training operate as separate units within the Division. A Regional Services Division provides across all program areas direct interface with local communities in six state areas encompassing 18 regions. Within the Administration and Special Services Division, a Research, Planning and Technical Services unit works with representatives of all the agency's operating divisions to advise on policy, project priorities, and budget allocations. The Publicity and Information Services Section distributes the agency's promotional and technical publications to the public and recreation professionals. The Department also includes a Racing Division which administers control of horse racing, greyhound racing, and related betting. This is important in view of the fact that the Department receives a substantial part of its funding from a percentage of off-track betting receipts, called totalizer investments.[15]

Fitness

Development and Transfer of Policy. Victoria's policy with regard to fitness has paralleled that of the Federal government in terms of impetus and organizational development. The Commonwealth government had originally taken the lead in enacting the National Fitness Act of 1941, which spurred the development of State National Fitness Councils. However, the States, including Victoria, seem to have made their own moves to consolidate a variety of recreation, sports, and fitness activities in State departments which replaced the Fitness Councils.

Victoria's establishment of the Department of Youth, Sport and Recreation under terms of the 1972 Act of the same name occurred almost simultaneously with the Commonwealth's establishment of the Department of Tourism and Recreation and the formation of the RMC which was discussed in the preceding chapter.

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15 State of Victoria, Department of Youth, Sport and Recreation, "Annual Report 1979-80" (1980), pp. 18, 19, 24.

The general impetus for this action seems to have been an increasingly broad view of recreation. This view, which had been described at various point in the assessments of all three countries included in this study, recognizes leisure as an important aspect of quality of life and as a means of enhancing individual well-being. In Victoria, and Australia in general, these notions were preceded by the narrower focus on fitness, but in recent years have enveloped fitness and sports as recreational aspects. The genesis of the broad view of leisure/recreation as an appropriate focus of government policy is difficult to identify, the general impression being that a number of partially overlapping concerns coalesced to inspire increased public sector involvement under the umbrella of recreation. These concerns include the long-standing official backing for improved fitness, emerging concerns about physical and mental health based on the increasingly sedentary and stress laden lifestyles of most people, public demands for facilities and services, and an overarching concern by government for equal opportunity and access.

In any case, the Victorian government accepted a leadership role which includes coordination of actions taken by voluntary organizations and by various levels and departments of government. Implicit in this acceptance is the view that those traditional vehicles of service delivery were no longer adequate for meeting the increased recreational need/demand. In addition to coordination, Victoria's initiative provided for financial backing of recreation and sports activities. This willingness and ability to fund the provision of services and facilities is a characteristic of the Federal and State/Provincial governments in Australia and Canada.

Regarding the transfer of fitness policy from the Federal to the State level, the general point can be made (and Victoria provides a good example) that policy is not transmitted downward in a one-way fashion. To be sure, the Commonwealth has provided

funds to a variety of entities, including the State governments. However, the States not only spend a great amount of their own funds, but cooperate closely with the Federal government and the other States and Territories. This contrasts substantially with both the U.S. and Canada, which in turn are mutually dissimilar.

The role of Australian States in financing recreation projects of regional and multi-municipal significance has been acknowledged and supported in a joint policy statement issued by the Royal Australian Institute of Parks and Recreation, and the Australian Council for Health, Physical Education and Recreation.[16]

The example of two-way policy and program development offered by Victoria is the initiation and implementation of the Life. Be In It program which has been the centerpiece of Victoria's fitness promotion effort. As noted in the preceding chapter, Life. Be In It was adopted nationally following its initial trial and success in Victoria. The trigger for this subsequent action was Victoria's allocation of funds, development, implementation, and evaluation of the program. More recently, as Commonwealth funding for Life. Be In It has been withdrawn, the State has continued its own commitment of funds even in the face of a tightly constrained financial climate.

Victoria's overall recreation approach also calls for the transfer of policy downward to local governments and other groups. Again, the primary instrument for this transmission has been financial support which across various purposes takes the form of grants and loans, supported by close interaction and technical assistance through the regional services staff.

Before moving to a more specific description of the fitness-related programs of the Department of Youth, Sports and Recreation, it is useful to emphasize the behavioral assumptions under-

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16 Ibid., p. 10.

lying the State's leisure/recreation philosophy. Driven by the principle that the government is responsible for fostering the well-being of the entire citizenry (a social activist approach now being de-emphasized in the U.S. government), Victoria and Australia in general geared their approach to making opportunity available and attractive to the public. This takes place through strong, but non-threatening efforts to increase awareness of the benefits of being active and to exhort actions that are easy and left to the discretion of the individual. To the extent that there is initial success in effecting such participation, the assumption is that continued and more intensified behavior will follow. The relative "hard sell" health/fitness approach has been deliberately downplayed.

A final note on Victoria's fitnes policy is that no informal policy statement has been formulated. However, the Department is reported to be considering development of a "green paper" on recreation which would complement the one already done in the sports area. While a green paper remains in the offering, the Department seems to have a clear idea of where it is heading as evidenced by pursuit of the latter phases of Life. Be In It, continued development of the role of local governments and the Department's relationship with them, and thrusts into new areas, e.g., promotion of employee fitness programs.

The paper "Fitness For Health" which was referenced in the preceding chapter was commissioned by the Department of Youth, Sport and Recreation with the stated purpose of serving as"--an initial step in expanding the role of the Department...".[17] In this paper the relevance of fitness to the incidence and prevention of a variety of health problems and related behaviors is reviewed. A general rationale for preventive measures is presented, followed by a review of current programs throughout

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[17] Roberts (Preface).

Australia and a series of recommendations for Victoria's Department of Youth, Sport and Recreation. These recommendations envision a broad based program which would include a leading role for the Department in:

- Effecting coordination among programs related to fitness and general health
- Developing an awareness of fitness
- Acting as a producer and distributor of resource materials
- Stimulating, developing, and operating programs
- Conducting evaluation research.[18]

A complete listing of the 21 recommendations made in the Draft Report is presented in Exhibit III-1.

The recommendations call for a wide-ranging set of incursions into the promotion of fitness and general health. The most salient point from a policy standpoint is that, while the mandate expressed in the Youth, Sport and Recreation Act of 1972 is expressed in terms of "fitness and general health," this latest paper (if adopted) represents a departure from the broad and strictly recreational context that has guided the Department's efforts to date. Although there is no indication of the Department abandoning its recreation/leisure time orientation, it is noteworthy that the recommendations call for making at least a moderate shift in the focus of the State's Life. Be In It efforts. As noted earlier in this report, this latest development in Victoria coincides with the Commonwealth government's recent initiative in health promotion.

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[18] Ibid. (Proposal For Action).

EXHIBIT III-1

Draft Recommendations Regarding Fitness and General Health Policy Prepared for the Victoria Department of Youth, Sports and Recreation

1. It is recommended that the Department of Youth, Sports and Recreation take positive action to assume its legislative responsibility for the promotion of the fitness and general health of Victorians.

2. It is recommended that the Minister for Youth, Sports and Recreation establish an Advisory Committee on Fitness and General Health, to co-ordinate community programmes for the promotion of fitness and general health.

3. It is recommended that the Ministerial Advisory Committee on Fitness and General Health comprise: (1) an independent Chairperson, nominated by the Minister for Youth, Sports and Recreation; (2) a nominee of the Minister of Health; (3) a representative from each of:

   - The Department of Youth, Sports and Recreation
   - The Health Commission of Victoria
   - The Department of Consumer Affairs
   - The Department of Education
   - The Australian Council of Trade Unions
   - The Victorian Employers Federation
   - The National Heart Foundation of Australia
   - The Sir Robert Menzies National Foundation for Health, Fitness and Physical Achievement
   - The Royal Australian College of General Practitioners

4. It is recommended that the Terms of Reference for the Fitness and General Health Advisory Committee include:

   a. to advise the Minister on matters pertaining to fitness and general health

   b. to recommend to the Minister appropriate policies and priorities for action to improve the fitness and general health of Victorians

Exhibit III-1 (Continued)

c. To recommend to the Minister for the provision of grants to appropriate organizations for developing the fitness and general health of Victorians

d. to commission rigorous evaluative research, particularly of prospective nature, into areas of fitness and general health.

5. It is recommended that the Department of Youth, Sports and Recreation continue to sponsor and operate programmes that will develop in the community an awareness of fitness and general health, including the need for regular physical activity.

6. It is recommended that the Department for Youth, Sports and Recreation publish a newsletter on fitness and general health.

7. It is recommended that the Department of Youth, Sports and Recreation, in co-operation with Telecom Austrlia, establish a telephone recorded information service on fitness and general health.

8. It is recommended that the Department of Youth, Sports and Recreation, in co-operation with the Bureau of Consumer Affairs, publish further booklets in the series "What you should know about ....", on topics related to fitness and general health.

9. It is recommended that the Department of Youth, Sports and Recreation, in co-operation with the Bureau of Consumer Affairs, maintain a constant review of products and publications in the areas of fitness and general health. It is further recommended that this review be supported by regular publications and press releases.

10. It is recommended that the Department of Youth, Sports and Recreation, in co-operation with the Department of Labour and Industry, take action to include in regulations for new building construction some provision for adequate shower and change facilities in or closely adjacent to the place of employment. It is further recommended that this provision be on the basis of one shower and change facilities if there are ten full-time employees, and one shower and additional change facility for each ten full-time employees thereafter.

Exhibit III-1 (Continued)

11. It is recommended that the Department of Youth, Sports and Recreation publish a procedural and resource manual for assessing the fitness and general health of adults.

12. It is recommended that in Victoria, Life. Be In It include specific fitness directed information and activities within its programme. Alternatively, it is recommended that the Department of Youth, Sports and Recreation commence and operate a programme of fitness directed activities parallel to Life. Be In It, but under a new name and logo.

13. It is recommended that the Department of Youth, Sports and Recreation develop and administer a Fitness Leaders' Award Scheme. It is further recommended that satisfactory completion of an approved course by a Fitness Leader result in the presentation of a Certificate of Accreditation.

14. It is recommended that the Department of Youth, Sports and Recreation develop and administer a Fitness Testers' Award Scheme. It is further recommended that satisfactory completion of an approved course by a Fitness Tester result in the presentation of a Certificate of Accreditation.

15. It is recommended that the Department of Youth, Sports and Recreation offer fitness and general health assessments to the public. Alternatively, it is recommended that the Department of Youth, Sports and Recreation enter into contracts with suitable external agencies to perform fitness and general health assessments on its behalf.

16. It is recommended that the Department of Youth, Sports and Recreation establish a mobile testing vehicle to enable fitness and general health assessments to be performed on-site at community facilities throughout Victoria.

17. It is recommended that the Department of Youth, Sports and Recreation prepare and publish activity programmes for the development of fitness for use in and around the home.

18. It is recommended that the Department of Youth, Sports and Recreation, in co-operation with employer and union authorities, seek to make available regular physical activity sessions for employees, at or near work, throughout Victoria.

Exhibit III-1 (Continued)

19. It is recommended that the Department of Youth, Sports and Recreation, in co-operation with the Victorian Post Secondary Education Commission, seek to make available regular physical activity sessions for students in tertiary institutions in Victoria.

20. It is recommended that the Department of Youth, Sports and Recreation take action to increase the provision of non-smoking areas in public places.

21. It is recommended that the Fitness and General Health Advisory Committee commission rigorous evaluative research into the effectiveness of programmes related to improving fitness and general health.

Source: Alan D. Roberts, "Fitness For Health (Early Draft)", Prepared for the Victoria Department of Youth, Sports and Recreation, (October 21, 1981).

Implementation of Fitness Policy. To date, the bulk of Victoria's fitness-related program has been carried out through the Life. Be In It program. As indicated in Chapter II, the State of Victoria was the original developer of the Life. Be In It program.

In its initial implementation in 1975, the program's aims were to establish awareness and positive attitudes towards community activity. Specifically, it promoted easy-to-adopt activities in three initial sequential phases: "Get Moving" activities, "Where You're At" activities, and "Learn To" activities.[19] With the likable character Norm as an unwitting communicator, the program experienced success, attracted wider notice, and was adopted nationally. Since then, the program has moved into other phases. In early 1980, Phase Four Life. Be In It commercials were launched. They carried the theme of "Find 30 Minutes a Day" to encourage the busy person to pursue daily activity.[20]

The State has a Life. Be In It budget of $200,000 which is expended mostly on initiation of local and state level projects. These projects include production of posters and brochures and the conduct of special activities such as fun days and Life Games Activities.[21] Life Games have become an important feature of Life. Be In It both nationally and in Victoria. These games tend to be flexible adaptations of traditional structured sports activities. The idea is to develop as many new games as possible which can be played in a variety of settings using simple equip-

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19 The Australian Council for Health, Physical Education and Recreation, pp. 7-9.

20 Department of Youth, Sport and Recreation, Annual Report, p. 26.

21 Ibid., p. 26-27.

ment. The games usually are designed to maximize participation by people in a wide range of skill levels.

In implementing special activities, the Department has made many Life. Be In It activity grants and Equipment Pool Grants to municipalities and recreation groups. These grants tend to be small. In 1979-80, 95 activity grants were made, totalling $16,425 while 43 equipment grants totalled $20,723.[22]

In addition to its continuing role in Life. Be In It, the Department provides financial support and technical assistance for recreation personnel, facilities, and programs.

The development of a strong staff capability at the local level is backed by provision of subsidies to municipalities for employment of municipal recreation officers (MROs). Since the start of this effort in 1974-75, the number of MROs grew to 75 in 1979-80.[23] The training and development of the MROs also is supported by the Department in the form of conferences, seminars, and dissemination of educational materials.

Support is provided for the development of the following categories of recreation facilities:

- State (International Standard)
- Regional
- Municipal (e.g., pools and major indoor and outdoor facilities)
- Minor Projects (e.g., playgrounds, paths, and fun/fitness trails).

It was reported, however, that recent fiscal constraints have caused a substantial decrease in the Department's ability to fund major municipal projects. Three or four years ago, the Com-

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22 Ibid.

23 Ibid., p. 10.

monwealth withdrew funding for the CALF (Capital Assistance for Leisure Facilities) program by which money flowed through the State governments to municipalities. Victoria thus reduced its support on a per project basis from $250,000 for subsidy grants to $125,000 for subsidy grants and $125,000 for interest free loans. Combined with the effects of escalating construction costs, support has decreased sharply. Many projects previously assured of financing have been denied. Total funding for major projects was about $3,000,000 in 1979-80. Minor projects received $315,000 in the same period.[24]

In addition to Life. Be In It, a variety of recreation and leadership training programs are provided directly or supported. These include learn-to-play courses for adults (skiing has been a a major initiative), pilot projects to provide recreation for older persons, camping programs, and programs for the disabled. A key element in the implementation of these programs is the Regional Services Division, which increasingly has shifted its focus towards providing specialist advice to communities, fostering new programs at that level, and facilitating cooperation between municipalities and across the State's nine regions.

With regard to funding, it is important to note that Victoria's funding for the Department of Youth, Sport and Recreation is not provided solely by the State Treasury or by Commonwealth grants. Rather, the greatest portion of the agency's budget comes from a percentage of Totalizator Agency Board (TAB) receipts. These are revenues drawn from public betting on races.[25] Salaries and administrative expenses are intended to be paid from the State budget, with racing money

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24 Ibid., pp. 37-38.

25 Ibid., pp. 20-21.

going to the Youth Fund and the Sport and Recreation Fund. In 1979-80, however, fiscal constraints were such that some salaries and administration expenses had to be met from the two Funds which are intended only for support of municipalities and community groups.[26]

Sports

Policy Development. Sports policy in Victoria has undergone a formal process of development over the past 15 years. Beginning with the establishment in 1966 of the Sports Council of Victoria (now the Sports Federation of Victoria), there has been a continually increasing level of official concern and support for the development of sports in the State. The Sports Council/Federation has served as the unified voice of the amateur sports community in Victoria in much the same fashion as the Confederation of Australian Sport at the national level. What this means is that these entities serve as the embodiment of the sport lobby. As found in the Canada assessment, the sport lobby has become quite strong and has been very successful in securing government backing for its aims. In fact, Victoria, and Australia generally, seem to have looked to Canada as a model. Various documents make reference to the Canadian system, and the organizational structures in both fitness and sports bear a close resemblance to those found in Canada.

The process by which the State began to play a substantial role in sports began in 1968 when the Sports Council held a conference on "Government Financial Assistance to Sport." The conference resulted in a request for assistance in developing facilities and coaching expertise and in assisting each sport to raise its competitive standards.[27]

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[26] Ibid., pp. 20, 24.

The Council pressed its efforts and, as described in the preceding section on fitness, the Youth, Sports and Recreation Act of 1972 was passed. The act enabled financial support to be given to State sports bodies. This support has included financial assistance to elite athletes and to sports bodies for administration. It has also involved implementation of the National Coaching Accreditation Scheme. More detail on implementation is provided in the second half of this section on sports in Victoria.

The Sports Council provided a basis for further increasing the level of support for and the degree of organization of sports with its production of a paper called "The Development of Sport in Victoria." The result was the recent publication by the Minister of Youth, Sports and Recreation of a Green Paper under the same title as the Council's discussion paper. The Green Paper articulates the State government's interest in sports and its rationale for involvement in this area. Most importantly, it gives a series of recommendations aimed at increasing participation and competitive standards.

Interestingly, the rationale given by the Minister draws on several themes related to the promotion of recreation, fitness, and general health. It is noted that fitness is closely linked to good health, which, besides being a generally desirable goal, has great cost implications. Recalling that the same point was made in the previously cited draft paper "Fitness and Health," it would seem that the cost of health care is an increasingly important issue. Returning to the Green Paper, though, the Minister makes the first point that sport should be seen as a vital part of recreation/fitness policy. Programs like Life. Be In It are praised for their ability to stimulate public awareness and similar efforts with a sports focus are encouraged. However,

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[27] Minister for Youth, Sports and Recreation, "Green Paper: The Development of Sports in Victoria," (April, 1981), p.1.

Life. Be In It type efforts are said to be limited in their ability to channel awareness into action, an area where sports with its relatively structured format can be effective in encouraging behavioral change. Also, sports participation is presented as a useful adjunct to youth policy. The Green Paper cites benefits in instilling good values and reducing delinquency. The Green Paper then invokes the European "Sports for All" charter, which states that a national sport policy is no longer a luxury, and the U.N. International Charter of Physical Education and Sport.

Finally, the Minister's rationale ties its call for efforts to encourage mass participation to support for elite athletes. The idea is that the visibility and success of the international level competitors will cause many others to emulate them, thus broadening participation at all levels and increasing the size of the pool from which elite swimmers and others will emerge. Note that the same argument was voiced in the earlier paper calling for a national institute of sport.

One reason for describing in some detail the various aspects of the rationale used in the Green Paper is to make a basic observation regarding the political astuteness with which the sport lobby and the Minister have acted. Although many of the points made in the Paper have been encountered before in all of the three countries being assessed in this study, Victoria has covered all bases, so to speak, and made its position relatively unassailable from any standpoint. Another in the emerging pattern of comparisons with Canada in this report is that Victoria has made the concept of mass participation/sports for all more of a centerpiece for its policy than Canada did. Canada's emphasis on national pride and elite athletes was more pronounced, with sports for all coming across as a supporting consideration.

Moving to the actual recommendations of the Green Paper, no attempt has been made to recount them all here. Only highlights which convey the overall scope and direction of the Green Paper are presented.

As a matter of high priority, the Minister recommended establishment of a Victorian Sports Assembly which would serve to further unify and coordinate sports policy and administration. The Assembly would include a Sports House to serve physically as a central home for sports bodies and to provide various types of administrative support for these bodies, similar to the National Recreation and Sports Centre in Canada. The Assembly would further oversee programs of coaching accreditation, athlete assistance, public promotional efforts, sport sciences, efforts to increase private sponsorship of sports, and, finally, such overall administrative functions as regulation and licensing, financial control, and liaison with government.[28] While acting as an autonomous body, the Assembly would be responsible to the Minister who is ultimately accountable for the expenditure of public monies. However, the closeness of the proposed relationship between the Assembly and the Minister and his Department can be seen in the recommendation that the State Sports Council be disbanded and replaced by the Assembly as the Minister's principal sports advisor. In addition, the Green Paper proposes that the Sports Development Unit of the Department of Youth, Sport and Recreation and the funds administered by the Unit be transferred to the Assembly.

Support for an improved standard of coaching would be undertaken by the Assembly, possibly including an extension of the NCAS beyond the advanced Level III courses.

Facilities are dealt with in terms of efforts to achieve a "basic level of provision" throughout the State. This would be achieved through maximum utilization and upgrading of school facilities. Greater Commonwealth financial support for school sports facilities is urged.

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28 Ibid., pp. 7-8.

Involvement by Regional Officers of the Education Department is seen as vital in ensuring the necessary coordination for enhancing use of facilities and equipment by various schools and sports clubs.

Also with respect to schools, the Green Paper urges quick implementation of the Education Minister's recently announced policy that minimum, yet generally increased, level of physical education be provided in schools. The standards relate to class time as well as to student: physical education teacher ratios and teacher qualifications.

Other recommendations deal with the promotion of the sports for all concepts, with emphasis on participation by special populations such as women, older persons, and the disabled.

A final recommendation for action by the proposed Assembly that should be mentioned here because of its close parallel with the Canadian system calls for exploring the feasibility of conducting annual Victorian Games.

The most recent step in the policy development process was the subsequent publication by the Minister of another Green Paper in June of this year. It dealt more specifically than the first paper with the structure, functions, and governance of the proposed Sports Assembly and Sports House.

Implementation of Sports Policy. Victoria's sports policy, as implemented by the Department of Youth, Sports and Recreation, has had four basic elements:

1. Support for sports bodies (sporting associations)
2. Support for coaches education
3. Support for elite athletes
4. Support for development of sports facilities

Because the aforementioned Green Paper was not expected to result in a final document until at least September, 1981, the Department's 1980-81 guidelines for operations and assistance

have remained in force for 1981-82. Parenthetically, at the time of this assessment in late October, there was no evidence of a final policy paper.

Sports bodies receive financial assistance from the Department through the Sports Assistance Programme. Grants are given for a variety of purposes. These include:

1. "Sport for All" Programmes
2. "Play Again" Programmes
3. Coaching and Instructional Programmes
4. Courses for Coaches
5. Films
6. State Director of Coaching and/or Development and Promotional Officer
7. Administration Costs of Victorian or Australian Championships or International Events held in Victoria
8. Travel of Victorian Teams to Australian or International Championships
9. Films
10. Promotion of Sport in Schools
11. Other initiatives.[29]

Funds are not available under the program for the costs of capital works, equipment, or operation of individual clubs. Only one State-wide association may be funded for each sport; grants are contingent on preparation of a three-year development plan.[30] The Department has indicated that the list of purposes eligible for grants is structured to offer latitude for sporting associ-

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29 State of Victoria, Department of Youth, Sports and Recreation, Issuance "Re: Sports Assistance Programme for the 1981/82 Financial Year."

30 Ibid.

ations to pursue their own priorities, be they oriented to mass participation or elite competition.[31]

Coaches education is pursued through the NCAS. The full scheme is still being developed, i.e., courses at all three levels in a multiplicity of sports.

Elite athletes receive support through the Sports Aid Foundation, which is a joint project of the Department and the Statewide Building Society. Assistance in the form of scholarships, grants, or loans is available to individual athlete applicants. The following three levels of assistance are:

- Category A: For Victorians ranked in the top 15 internationally in their sport
- Category B: For Victorians currently ranked internationally in their sport
- Category C: For Victorians not ranked internationally, but who are in the top 8 of Australians in their sport.

In 1979/80, 47 grants were made to athletes. These grants totalled about $60,000.[32]

Sports facilities are upgraded at the local level through capital assistance provided to municipalities. International standard facilities are also a focus of the Department's concern. It has been involved in the planning and/or financial support of several State Facilities, including swimming and indoor sports, equestrian, and hockey centres.[33] Much of the push towards establishment of international standard sports facilities is connected with Victoria's support of the city of Melbourne's application as a possible site for the 1988 Olympics.

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31 Youth, Sports and Recreation, "Annual Report," p. 31.

32 Ibid., p 32.

33 Ibid., p. 34.

Summary

Having reviewed the history and content of Victoria's efforts in the areas of fitness and sports, several points are salient. The first and most dominant point is that the State government has been dynamic in both areas. This dynamism is evidenced by the State's initiatives in fitness (Life. Be In It and, more recently, efforts to promote employee fitness programs) and in sports (the Green Paper process and associated attempts to bring about a more fully integrated system of programs and coordination). These initiatives appear to have been taken more or less independently of actions and events at the Federal level. That certainly seems to be the case with Life. Be In It, which began in Victoria and eventually was adopted for national implementation. Efforts to spur the development of recreation and sports programs, initially through creation of the Department of Youth, Sports and Recreation with its authority to provide financial support to various actors, and later through attempts at major restructuring of the sports system, have corresponded with Commonwealth actions, but do not seem to have been effected as a direct result of them.

Another observation is that the State has conducted its policy development activities through formal processes. The current Green Paper process in the sports area and the one planned for recreation have the benefit of involving key actors, achieving consensus, and securing commitments in an orderly fashion. It is worth noting that concerns about sports seem to have been the driving force in Victoria's development process. As noted earlier, the move towards passage of the Youth, Sports and Recreation Act seems to have begun with the Sports Council. A view, apparently shared by lobbyists and decision-makers alike, that the social welfare of youth and the general fitness and health of the populace would be enhanced by greater participation in sports seems to have been a large influence in bringing about the tripartite marriage embodied in the Department of Youth,

Sports and Recreation. This view looks stronger than ever today as moves are made to tie sports for all to Life. Be In It and to the development of local recreation programs.

A related observation is that Victorian sports policy has been relatively evenhanded in its treatment of mass participation sports and elite sports. Of course, it must be acknowledged that much of the orientation of the sports system is in the hands of sports governing bodies and thus beyond the control of the State government. Also, there is the general observation (perhaps suspicion) that support for broad-based participation usually pales in comparison to support for elite sports and expensive facilities. Despite these factors, the Victorian government has put in place enough statements of intent and bureaucratic underpinnings to give reasonable assurance that the entire sports "pyramid" will be attended to, a possible over-reliance on the metaphorically mixed expectation of a "volcanic spillover effect" notwithstanding. These underpinnings include formal provision for sports development programme grants to be given Play Again, Learn To, and Sports For All activities, as well as for support for competitive events. Similarly, coaching courses that will affect club and other community level sports would seem to offer support for mass participation, as would backing for the Education Department's Physical Education standards.

The last general observation about Victoria is one that has carried through the Canada and Australia assessments (in relative contrast to the U.S.). It is that the government has been willing and able to back up its policy initiatives with financial support/incentives for action. These incentives facilitate transmission of policy downward to the local level.

NEW SOUTH WALES

Fitness

As at the national level and in the State of Victoria, fitness policy and programs in New South Wales are the purview of

the agency responsible for recreation. This agency, the Department of Sport and Recreation, was created in the early 1970s. It reflects the orientation found throughout the Australia assessment to fitness in a recreational context and to the inclusion of sports as part of recreation.

In the discussion of the process followed in Victoria, it was noted that the sports community and its concerns were probably the moving forces behind moves to gain government support and create new organizational structures. In New South Wales, the same scenario is reported to have existed. Specifically, fitness and health related programs are said to have been backed as part of the justification for sports and recreation. This is similar to the situation encountered in Canada.

A major feature of the Department's policy regarding fitness has been its support of and participation in the Life. Be In It program. Some specifics regarding New South Wales implementation are provided in the following subsection. From a policy standpoint, however, it is relevant to note that the Department has emphasized increasingly the incorporation of fitness and health promotion into its programs, including efforts to meld these other aspects into Life. Be In It. This is the same inclination that was found in recent developments in the Commonwealth and Victoria governments. As such, it adds some weight to the notion expressed earlier that the promotional pendulum may have swung a bit toward a more prescriptive, health oriented approach to fitness. The Department's Director General indicated that fitness promotion should extend beyond the basic recreation/leisure activity context to address wider health concerns through encouragement of aerobic exercises.

Life. Be In It, fitness and health promotion efforts, although coordinated from a programmatic standpoint, are funded separately by the State. The Department of Sports and Recreation has liaised closely with the State Health Commission which has primary responsibility for health promoiton through mass media.

In addition to Life. Be In It, the Department's strategy for promoting fitness relies heavily on leadership training and fitness testing. These efforts are described more fully below.

The Department has expressed its strong support for cooperation with other State agencies and with the Commonwealth government. Specifically, it has affirmed the positions taken by the Recreation Minister's Council (RMC) regarding inter-governmental cooperation, and the concept of specialization by individual States/Territories and the sharing of resources. In that connection, New South Wales has developed a Health and Fitness Newsletter which is reported to be heavily subscribed and slated for national distribution on a commercial basis.

Implementation. As in Victoria, the State government provides financial and technical support to local governments and recreation associations through a program of grants. These grants are available for capital improvements and for approved program activities. The State is divided into 11 regions, five in and around Sydney, and six in county areas. Each region is staffed by recreation officers who interface directly with local groups and have considerable latitude in implementing Departmental initiatives in their regions.

Life. Be In It implementation has been carried out through a wide variety of special participatory events and instructional programs. Among those reported for 1979-80 were:

- Skipping competitions in schools and at beaches
- A raft race
- Life Games (held as part of the Festival of Sydney)
- Volleyball instructions and tournaments at beaches
- Publication of a brochure listing Fun and Fitness tracks
- Several walking (Two Foot Tour) programs.[34]

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[34] Commonwealth of Australia, Department of Home Affairs, National Fitness in Australia 1979-80, p.5-6.

In support of Life. Be In It activities, the Department has made available recreation trailers with equipment that can be used by community groups. Similarly, a Life. Be In It caravan was equipped and dispatched to spend one month in each region promoting recreation.[35] For 1979-80, New South Wales spent about $109,000 in State funds on Life. Be In It. This was supplemented by a much smaller allocation from the Commonwealth Department of Home Affairs.[36]

With respect to leadership training, the Department of Sports and Recreation has developed a basic course for people working in settings such as gymnasiums and health clubs. The course, which is co-sponsored by the Sydney Human Performance Laboratory, includes instruction in physiology, exercise, exercise testing, nutrition, and other health and fitness-related topics. The courses are for 30 hours and run for 10 weeks. They are held at Sydney University. The instructors come from colleges, health clubs, and the sports and health promotions units of the Department of Sports and Recreation. The course fee is $55.00. The Department also plans to develop higher levels of instruction for fitness leaders to upgrade leadership capabilities across a wider range of existing expertise.

Another initiative of the Department is a current effort to set up several Sports Medicine Centres in conjunection with sports and recreation facilities. These Centres would operate on a fee paid basis to provide fitness assessments and consultations to the public. Each Centre will have a director and physical therapist. Physicians will be called in as necessary to provide treatment of injuries. In addition to individual consultation, the Centres are to put on fitness and basic sports medicine clin-

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35 Ibid., p. 6.

36 Ibid., p. 5.

ics. For the first of these centres, the Department has budgeted about $240,000 to meet the cost of the facilities and the staff salaries.

In addition to the aforementioned newsletter, the Department engages in information dissemination through a regular radio program in which health and fitness topics are discussed, and the development of video and audio tapes which also present health and fitness information. The video tapes are said to be intended as a pilot for eventual showing on television. Finally, the Department reports having a few public service advertisements (PSAs). However, major responsibility in this regard resides with the Health Commission, as noted above.

Sports

The policy of the New South Wales government concerning sports is that both mass participation and elite sports should be supppcrted and promoted. This is in concert with the concept of the recreation/sports pyramid which has been explicated in several discussion papers and policy issuances at the national and state levels.[37]

In that context, the Department channels State financial assistance to state-wide sports bodies for administration and program develpment. This assistance includes support services, e.g., typing, duplicating and printing, and a 50 percent contribution to the salaries of executive directors and some coaches. The development of the administrative capabilities of sports bodies also is pursued through courses provided by the Department in the area of sports administration. These courses are reported

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[37] The present Director General of the Department of Sports and Recreation contributed to two of these documents, i.e., the previously cited "Bloomfield Report" and the Report of the Australian Sports Institute Study Group, which he chaired.

to be a new development. Elite athletes receive state support through the cooperation of their statewide association.

The Department administers programs of support for the development of sports facilities. Prominent in this regard is the Department's backing for the establishment of a State Sports Centre which will provide training in the areas of sports medicine and sports science (sports psychology, physiology and movement analysis). The Department feels that a need exists for more of such personnel at the professional and paraprofessional level. This initiative appears closely tied to the one described above concerning the new sports medicine centres. Obviously, increasing the pool of trained personnel will facilitate expansion of that concept.

The sports centre is also envisioned as including international standard sports facilities in fourteen sports.

Another aspect of the Department's sports strategy is an advancement program for talented young people. Under this program statewide sports bodies select young athletes for attendance at a three week sports instruction camp. The Department cooperates in terms of general coordination and the provision of camp facilities for a reasonable fee.

Leadership training in the coaching area is provided through the National Coaching Accreditation Scheme which was described earlier in this report. Courses are funded by the Department which reported making special efforts to get the most highly qualified instructors.

Summary

New South Wales has embarked on implementation of a system which in its major aspects corresponds closely to those observed elsewhere in Australia. Although no formal statement of the state's overall fitness and/or sports policy was uncovered in this assessment, the Department of Sport and Recreation appears to have an explicit agenda for action. That agenda begins with a

relatively "hard sell"/aerobic exercise approach to fitness, although the recreational context of the Department's promotional efforts has been maintained. This approach to fitness leads naturally to another main tenet of the Department's policy, i.e., the close conceptual link between sports and recreation. That link having been forged, the Department seems to have moved toward a sports oriented system which is intended to act as enabler for the achievement of both fitness and purely sports oriented objectives. Given this sports orientation, it is difficult to examine fitness policy and programs in New South Wales without looking at sports as well. The program being pursued in New South Wales looks to be in concert with the development at the national level of the Australian Institute of Sport and with some of the recent initiatives in Victoria. Some aspects of the program mirror closely the type of system envisioned several years ago by the Australian Sports Institute Study Group.

In general, New South Wales seems to bear out the impression gained throughout the Australia assessment that the States play a vital role in taking initiatives and providing incentives for other groups be they local governments or recreation or sports associations to take action. Similarly striking is the extent to which fitness, sports, recreation, and health promotion are connected conceptually, organizationally, and in practice. Such integration offers the promise of smooth implementation and suggests that a balanced approach to development of the various elements will be maintained.

An area in which the State's involvement appears relatively slight is the encouragement of fitness programs in the workplace, although the Department sponsored courses for fitness leaders may be providing indirect encouragement (or at least answering a demand from the private sector). Recall here the previously cited information provided by the Commonwealth government that the Australian Capital Territory, Victoria, South Australia, and Western Australia are the States/Territories most advanced in this area.

IV. SUMMARY OF OBSERVATIONS

In the course of assessing the Australian system for promoting physical fitness and sports,a number of salient paints have emerged. As in the case of Canada and the United States, the first question concerns the existence of a national policy in either or both of the areas under consideration. The criteria that were used in those assessments required that national policy be formalized, based on an identifiable need, and aimed at certain goals. There should be plans of action that are generally accepted and there should be provisions for measuring the success of the actions taken. Finally, to qualify as national in scope and importance, the policy should include all key decision-makers and implementation at both national and sub-national levels as appropriate.

Australia's policy in fitness and sports does not appear to explicitely meet all of the criteria. For example, a formal statement of national policy as might result from a green paper process was not encountered and the goals of current initiatives are a bit vague beyond their global statements of intent. And identification of needs and measurement of program success is as yet a bit unsystematic. In spite of these seeming deficiencies, it would be inaccurate to make the assertion that no policy exists, for the above criteria are stringent and speak to the question of what an ideal system should have from formulation of positions to action and back again. Within the framework provided by a few policy benchmarks, study papers, and observations of extant programs, a process and a set of priorities can be discerned, even if they are implicit in some respects.

Based on seemingly piecemeal, and perhaps even impressionistic evidence, the Commonwealth and the States have accepted the notion that the fitness of Australians leaves much to be desired; the idea seems to have gotten stronger in the years since passage

of the National Fitness Act of 1941, the initiative that first established the government's concern and its willingness to back ameliorative actions.

An interesting point regarding this concern, however, is that it was only in the last 10 to 12 years that renewed interest has been sparked and new organizational and program structures created. Some of the probable reasons for this activity are rather basic and are familiar outside Australia. The first is that recent years have seen the development of a groundswell of interest in fitness/personal well-being on the part of sizeable segments of the general public in all three of the countries included in this study and in many other countries as well. Increases in leisure time and the pressures of modern society also argue for increased provision of recreational opportunities and coping mechanisms. In Australia, the pattern of events, as well as the reports of those interviewed, suggest that these factors have been abetted by a concern for the state of Australian sports.

An oft made point in various papers and reports is that the government should take responsibility for efforts to arrest the decline in Australian fortunes in international athletic competitions. This idea seems to have been accepted on several bases. As in Canada, these bases have included the virtually undeniable popularity of an effort to solve wounded national pride. From there, the idea that sports is an organized, structured subset of recreation, and that elite athletes are at the pinnacle of a conceptual pyramid of recreation was put forth and accepted. The documents reviewed in this assessment provide some insight into the connection between recreation, physical activity, and sports. Specifically, Australians are said to consider themselves to be a nation of sportsmen and attach the sport label to a wide range of interests. Acceptance of the recreation/sport connection would also appear to have been facilitated in light of the fact that the National Fitness Act established a precedent, as well as a vehicle for providing government support for the encouragement of

physical activity. Thus, on conceptual, political, and programmatic grounds, recreation (which already was the framework for efforts to encourage fitness) became intertwined operationally with sports.

In that context, then, the Australian national policy that has become manifest bit by bit provides that the government's support be given to both the top and bottom of the recreation "pyramid", i.e., elite sports and broad encouragement of more active use of leisure time. The extent of that involvement has been defined as extending primarily to implementation aspects that are nationwide in scope (as with Life. Be In It television ads) or in focus (e.g., support only of national organizations and teams). The vast programmatic and jurisdictional mid section of the pyramid is left to the discretion and financial inclinations of the States. This mid-section encompasses state-wide promotional efforts, support of state-wide organizations, and transmission of policy downward to lower levels of government.

The wide discretion and substantial involvement of the States and Territories in promoting fitness and sports is easily linked to the Canadian system in which the Provinces set their own policies and make substantial allocations of funds for these purposes. The difference, which is sometimes subtle (and may be disputed by some Canadians), goes back to the characterization made in a preceding report of that system as having a "parallel planar structure" in which the Federal and Provincial governments treat each other's prerogatives gingerly. The Australian system, by contrast, seems to rely much more on consensus, coordination, and sharing of resources between the Commonwealth government and the States and among the States. In both systems, however, there is a sense of initiatives at both levels which provides for the downward transmission of policy. Provision of financial incentives is a key element in translating intentions into action. Readers of all of the assessments will recall that the U.S. system was found to be somewhat weak in this regard.

Another aspect of the Australian system that seems worthy of mention is that the connection between sports and fitness/recreation mentioned above seems closer in Australia than in Canada. In the Canadian assessment, it was noted that the concern for elite sports seemed to be a prime mover in that country's support for both sports and fitness; the same point was just made about Australia. The difference between the two countries, though, appears in the subsequent operational stages, i.e., after basic positions are established and legislation is passed. Specifically, sports and fitness seem to be pursued in tandem to a greater extent in Australia than in Canada where fitness and sports units of government agencies operate in relative isolation from one another. This would appear to stem from Canada's relatively greater tilt toward elite sports. The aforementioned Australian view of the "recreational pyramid" which includes sports inclines that system towards a more balanced emphasis on mass participation, as well as sports. As noted, these distinctions are sometimes subtle and always a matter of degree, as evidenced by the fact that the Canadian system has produced substantial testimony concerning the advisability of supporting sports participation at all levels for reasons relating to health and general well-being, as well as to improved standards of competition.

Whatever might be said about the relationship between fitness and sports, it is noteworthy that the Australian system has not been founded on a health promotion basis. The National Fitness Act and more recent legislation at Federal and State levels establishing sport and recreation departments have made references to promoting the general health of the public, but the conception of fitness as recreation or sport-related has remained dominant. Only recently have more broadly defined health promotion efforts surfaced similar in topic areas to the programs being pushed in the U.S. by the Office of Disease Prevention and Health Promotion. These efforts include fitness as one of several foci. In that respect, it can be said that fitness promotion in Australia (and in Canada), while not inappropriate as an element of general health promotion, has benefitted from the

singular treatment and organizational visibility it has received as a part of recreation policy. Specifically, recreation and sports provide a direct line to the community level where most people are likely to be affected. Programs like Life. Be In It present fitness-related activities in an appealing manner, and sports provides a structured setting for engaging in these pursuits.

In summary, the Australian system seems to have looked to the more fully developed Canadian system as a model for determining the role to be played by Federal and State level governments. However, the Australians seem to have achieved a relatively informal policy making process and a more flexible and interactive working relationship between and among governments.

Finally, Australia, through its vaunted Life. Be In It program, has had good success with the same type of leisure activity orientation that charaterizes the popular PARTICIPaction program and other initiatives in Canada. It also has pursued mutually supportive roles for fitness/recreation and sports, although the high cost of sports facilities and sponsorship of elite competitions may be open to question by those whose priorities lie in the areas of disease prevention and general recreation.